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No. 40



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INCREASING THE STIMULATING ROLE OF WAGES

Moscow SOTSIALISTICHESKIY TRUD in Russian No 7, Jul 81 pp 34-42

[Article by V. Rakotin, deputy chief of the USSR Goskomtrud [State Committee of the USSR Council of Ministers on Questions of Labor and Wages]]

[Text] All Soviet people received with deep satisfaction the directives of the 26th party congress which determined the far-reaching building program for the 11th Five-Year Plan period and the eighties as a whole. In setting up the programs for the future, the party insures the continuity of its economic policy. In so doing, it takes into account the great possibilities at the disposal of our national economy and the increasing requirements of the country. Its primary goal remains unchanged: everything in the name of man, everything for the welfare of man.

"The main problem of the 11th Five-Year Plan period," stressed Comrade L. I. Brezhnev, in his report to the Central Committee of the CPSU, "consists of insuring the further growth of the welfare of the Soviet people on the basis of the stable progressive development of the national economy, the acceleration of scientific-technological progress and the change of the economy to intensive development, more efficient utilization of the production potential of the country, the all-around savings of all kinds of resources and improvement in the quality of work."

The Soviet people knows well that the solution of this main problem and the implementation of the outlined social programs are related directly to the fulfillment of the plans of economic development.

A pledge of successful realization of state plans is demonstrated by the deep interest in their fulfillment of all workers, engineers, technicians and employees. An increase in the effectiveness of material and moral labor incentives is a great stimulating means. Among them, wages hold a special place. Cash wages make up about 75% of the combined incomes of workers and employees in the national economy. In the basic directions of economic and social development of the USSR for 1981-1985 and the period to 1990 adopted by the 26th party congress, the problem was posed of strengthening the relationships between the wages and bonuses of each worker and his individual contributions to labor and the final results of the work of the collective, increasing their stimulating role in raising the productivity of labor, in improving the quality of their products and in saving all types of resources; to improve the wages of various categories of workers, taking into account the complexity and responsibility of the work done, the conditions and intensity of the work in each sector and region of the country.

The seventies were noted for the large measures taken to improve wages in the entire national economy. The state budget allotted about 20 billion rubles for their implementation. New wage conditions with a simultaneous increase in the minimum wage were introduced in 1973-1975 for 55 million workers and employees of the production sectors of the national economy. In the Ninth Five-Year Plan period, pay rates and salaries were raised for 7 million doctors, teachers, educators and several other categories of workers. In 1976-1979, pay rates and salaries were increased for 31 million workers in the nonproductive field. Moreover, in the 10th Five-Year Plan period, wages were increased in a centralized manner in such important sectors of the national economy as ferrous and nonferrous metallurgy, the coal and textile industries, construction, agriculture and RR transport. The average wages of workers and employees (including its natural increase due to the increase in the productivity of labor) increased during 1971-1980 by about 40 percent, including an increase of almost 16% in the 10th Five-Year Plan period.

The increase in the monetary income of workers will continue in the 11th Five-Year Plan period. The average monthly wages of workers and employees will increase by 13-16 percent and will reach 190-195 rubles in 1985. As the necessary conditions are attained, it is planned to start increasing the minimum wage of workers and employees to 80 rubles per month, primarily in the nonproductive sectors of the national economy. A number of other measures will be taken in a centralized manner: the introduction in some regions of extra pay for length of service and for night work in individual industrial sectors. It is planned to allot about 10 billion rubles for such increases.

Of primary importance in improving wages is a system of pay rates and functional salaries. In order to insure the optimal share of the rate portion of the wages, a periodic review is the main lever of state control of wages and a fuller development of the principle of equal pay for equal work. Raising pay rates and salaries makes it possible to introduce substantiated outputs, replace outdated products, strengthen the relationship between wages, the development of equipment and the introduction of the scientific organization of labor. New, higher rates of pay and salaries make it possible to take into account changes in the complexity and responsibility of labor, its conditions and intensity, and the national economic importance of labor in individual industrial sectors and professions.

In the 11th Five-Year Plan period the newly planned stage of raising pay rates and salaries, primarily in the productive industrial sectors, will create new incentives for a further increase in the productivity and quality of labor. In this connection, it is important to increase essentially the yield from the money spent by the state for this purpose by increasing the output, freeing excess workers, increasing the volume of work done by the same or smaller numbers of workers. At the same time, it is necessary to utilize the internal resources of associations, enterprises and organizations in carrying out these important measures in the field of wages. In the seventies, these reserves amounted to almost 4 billion rubles or 21% of all money spent on raising pay rates and salaries. The new increase in pay rates and salaries, as outlined in the directives of the 26th party congress for creating proper conditions and accumulating resources which assumes the fuller utilization of internal resources, demands of associations, enterprises and organizations extensive and all-around preparation to carry out the indicated measures to find the necessary means. This work must be started now and not postponed until the following year of the five-year plan period.

One high priority problem is to create the interest of workers in the systematic growth of labor productivity.

In the 11th Five-Year Plan period, it is planned to increase the productivity of social labor in the national economy as a whole by 17-20 percent. This will make it possible to reduce the requirements of labor resources by about 17 million persons and provide for the major part (85-90 percent) of the increase in the national income. It is planned to increase labor productivity in industry by 23 to 25 percent as compared to 17.5 percent in the 10th Five-Year Plan period. The goal in individual industrial sectors is still higher: it is planned to increase productivity in machine building and metal working by 31 to 35 percent. As a result of this, the share in the increase of industrial products due to the indicated factor will exceed 90 percent. Concretely this means that large problems faced, for example, by the machine tool building industry in the 11th Five-Year Plan period must be solved without an increase in the number of machine tool operators and workers in the intermediate product shops. It is planned to obtain the entire increase in agricultural production by the rise in labor productivity alone.

During the Ninth and Tenth Five-Year Plan periods, progressive forms and methods of wage organization were developed and used for the first time at the Shchekskiy Chemical Combine, the Gor'kovskiy and Volzhskiy Motor Vehicle plants, the enterprises of the Rostovskaya and Vladimirskaia oblasts, in N. Zlobin's brigade etc. Their experience enriched the industry with efficient means for the material stimulation of labor. To reward workers whose wages were based on a time rate, it became customary to pay them extra for combining occupations, for increased service zones and for taking over the duties of an absent worker temporarily. Pieceworkers are remunerated for servicing several machine tools and when working according to progressive technically substantiated norms, the piecework rates are increased up to 20 percent. For reducing the man-hours worked for product manufacturing, workers directly concerned with the development and introduction of new, higher labor norms are paid a one-time award according to the savings in the wage fund obtained as a result. Extra pay for combining functions and guidance of a section with fewer personnel is given to engineers and technicians.

By increasing the interest of workers in fulfilling intensive norm tasks, the Vazovskaya system of wages provides simultaneously for the possibility of stimulating higher productivity of labor. This essentially removes from the agenda such burning and fairly acute questions as the review of labor norms and the change of rates in this connection. Extra pay to workers for their high professional skills are justified.

Important measures for the further improvement in the organization of wages are specified in the decree by the Central Committee of the CPSU and the USSR Council of Ministers "On improving planning and strengthening the effect of the economic mechanism on raising the efficiency of production and the quality of work." The extra pay to workers for combining professions and doing the established volume of work with fewer workers was increased to 50 percent of the rate of pay. Extra pay was permitted to be given to qualified workers occupied in especially responsible work, for high professional skills at all industrial enterprises. The payment of extra pay for high skills was extended to employees. This extra pay was increased up to 50 percent of the rate of pay for designers and technologists. For this

purpose it is permitted to spend up to 1 percent of the wage fund instead of 0.3 percent. The USSR Goskomtrud in agreement with the AUCCTU was given the power to increase piecework rates by up to 20 percent when work was done according to progressive technically substantiated norms. At present, when the production and labor productivity plan is fulfilled, it is possible to transfer the saving in the wage fund to the material incentive fund at the end of the year. The incentive measures mentioned are also extended to capital construction workers.

Under the conditions of the eighties, it becomes more important to use progressive remuneration forms for economic managers. This should not in any way reduce the role of such tried methods of stimulating as the piecework system and the lump sum wage payment system.

Bonuses are an efficient means for strengthening the interest of workers in raising quantitative and qualitative labor indicators. In 1979, the total sum spent on bonuses in the national economy amounted to 23 billion rubles, i.e., over 10 percent of the wage fund. This amounted to 17.4 rubles per month for each worker and employee.

Bonuses occupy a special place in organizing wage rates. They are used as labor incentives where it is difficult or impossible to use other ways of stimulation. Bonuses can be used to stimulate the collective indicators of the efficiency of an enterprise. Only with bonuses is it possible to take into account the fulfillment of such important indicators as delivering products according to concluded contracts, putting into operation construction facilities, assimilating rated capacities, etc.

Workers receive the major part of the bonuses for the basic results of economic activity. By improving the organization of bonus payments, it is possible to improve the final results in raising the efficiency of production and the quality of the products.

In 1980-1982, a number of measures were taken to increase the stimulating role of bonuses according to the decrees by the Central Committee of the CPSU and the USSR Council of Ministers on improving the economic mechanism. The USSR Goskomtrud, in agreement with the AUCCTU, approved the basic regulations on granting bonuses to workers in industry for basic results in economic activity. Bonuses were also established for management workers.

Since 1 January 1981, all industry has been changed over to the cost accounting system of organizing work on new equipment. This means that bonuses now depend, to a greater degree, on the actual economic activity obtained as a result of introducing new equipment. The basic regulations on bonuses to workers in structural-installation organizations were also made more precise. Material incentives are being oriented more and more toward strengthening the interest of workers in putting production capacities and facilities in operation, the volume of commercial construction output, and the growth of the productivity of labor and profit. A new regulation on bonuses was approved for agricultural workers. Its use creates wider possibilities for demonstrating creative initiatives in using available reserves to increase agricultural output and raise the efficiency of production. The regulation on bonuses to commercial workers was revised. The responsibility

of wholesale base workers for the uninterrupted supply of goods to stores in the required assortments was increased, while the responsibility of the stores was increased for having a minimum assortment of goods available. The bonuses depend on the fulfillment of contractual obligations. The material interest of workers at bases and warehouses in the preservation of the goods was strengthened. The order of payment of special bonuses for saving fuel, electrical and heating power was improved. Bonuses were introduced for fulfilling and overfulfilling goals on saving ferrous metals and overfulfilling goals on using secondary power resources.

The work on improving the organization of bonuses must be continued in accordance with the directives of the 26th party congress. First of all, it is necessary to strengthen the role of bonuses in stimulating in every possible way the saving of material resources, increasing the relationship between bonuses and the final results of the work and overall results of the activity of enterprises, and insuring payment of bonuses strictly in accordance with the individual labor input of the worker so that the bonuses would actually be a reward for high labor achievements. Ministries and departments are called upon to coordinate and disseminate advanced methods of material stimulation and monitor the correctness of using the established order of incentives for workers, holding people guilty of its infringement responsible. As indicated at the 26th party congress, rights are given to economic managers so that they may use them to the full extent. This also applies to the rights in the field of wages.

At the same time, it should be recognized that the organization of bonus payments at many enterprises and organizations still does not meet the high requirements of methods to stimulate labor. Comrade L. I. Brezhnev stressed at the 26th party congress: "The main criterion for distribution in socialism may be only labor -- its quantity and quality. Regrettably, this is not always so in practice. All kinds of wage leveling, facts of calculating wages essentially for appearing at work and not for its actual results, giving undeserved bonuses -- all this reflects extremely harmfully on both the production indicators and the psychology of the workers. Our system of material and moral incentives must always and everywhere provide a just and objective evaluation of the labor input of everyone. Conscientious workers must be rewarded in every possible way, but leave no loopholes for careless workers to have a good life for worthless work. He who wants a better living must work more and better. This, I believe, is understood by everyone."

Thus, an urgent problem of ministries, departments, associations and enterprises is, in all possible ways and, mainly, the efficient utilization of the available arsenal of material stimulation of highly productive and high quality labor, the rapid elimination of all shortcomings in stimulating workers and disseminating advanced experience in the field of wages more actively.

One responsible problem is the wide development of the brigade form of organizing and stimulating labor, keeping in mind that this will become the basic form in the 11th Five-Year Plan period.

Collective labor has considerable reserves for increasing its productivity. Karl Marx noted that the social contact of workers united in a collective increases individual productivity. With the increasing scarcity of work forces, the brigade form makes it possible to make up for not only the deficient number of people, but

also for workers of certain trades and skills. In the brigade form of stimulating labor, when remuneration is made for the final product, there is eliminated the difference in the advantage of completing individual work. Due to the combination of professions, the best conditions in the brigades for the efficient utilization and quality servicing of equipment are created. With workers joining in brigades or forming large brigades on the basis of small links, management control is eased which makes it possible for section chiefs and foremen to devote more attention to problems of production organization. The use of the brigade form is inseparably tied to the improvement of labor norms and the strengthening and developing of cost accounting. Organizing and stimulating workers on the basis of the brigade form are of tremendous social importance. The wages of the workers increase with the increase in the productivity of labor. Mutual monitoring is strengthened, activity in the fight against shortcomings is increased and the process of developing a conscious attitude toward fulfilling social obligations is accelerated.

The collectives (councils) of production brigades are given a number of rights on providing material incentives to the brigade members. They can, in particular, within the established norms and means, determine the sizes of the bonuses and earnings paid for the results of the work of the entire collective, taking into account the real contribution of each member, recommend brigade members for additional allowances and bonuses for professional skills and combining professions, recommend changing the category of a worker taking into account the quality of his work, determine the victors in socialist competition within the brigade and the sizes of their awards, and propose candidates for material and moral awards in accordance with the results of intraplant competition.

As of 1 August 1980, the number of workers in industry embraced by the brigade form was 48.6 percent of the total. In almost half the ministries, this share exceeds 50 percent, while in the USSR Minchermet [Ministry of Ferrous Metallurgy] and the USSR Minpishcheprom [Ministry of the Food Industry], it is more than 60 percent. Yet in some ministries, the brigade form is not disseminated sufficiently. Thus, in the Minelektrotekhprom [Ministry of Electric Equipment Industry], the Minstankoprom [Ministry of the Machine Tool Industry], the Minsel'khoz mash [Ministry of Agricultural Machinery], the Minzhivmash [Ministry of Machine Building for Animal Husbandry and Fodder Production] and the Minlegpishchemash [Ministry of Machine Building for Light and Food Industry and Household Appliances], the ratio of workers in brigades is less than 40 percent of the total number of workers. However, even in those ministries, where the average indicator is high, there are enterprises with a low level of usage of the brigade form. Thus, all ministries are faced with a great amount of work in order to make this form the basic one.

Especially great attention should be given to labor incentives. The situation is that as of 1 August 1980, only 47.9 percent of the brigades and 44.7 percent of their workers are paid according to a single order. The payment of all the wages or their parts according to the results of the work done by the brigade serves as the economic basis for joining the workers into a single labor collective, paying them for achieving common results. Remuneration for the labor of an individual worker, depending upon the brigade indicators, creates wider possibilities for the realization of the advantages of the brigade form of organization and the stimulation of labor.

Increasing the stimulating role of wages for the further development of the national economy will be spurred in the 11th Five-Year Plan period by the contracting increment in labor resources. However, in the current five-year plan period, we may also expect favorable conditions for strengthening the stimulating role of wages. First of all, the increase in the standard of planning should be noted. According to the decree of the Central Committee of the CPSU and the USSR Council of Ministers on improving the economic mechanism, the balancing of plans must be improved; current plans must be harmonized with long-range plans, and a changeover should be made to prepare the plan "from the bottom." The substantiation of planned goals will increase due to the introduction of a system of norms according to the types of work and expenditures. The plans will become more stable because prices and rates would be maintained during the five-year plan period, the creation of the necessary reserves and no corrections in the established goals. New indicators are being introduced that reflect labor expenditures more fully (net-norm output, limits on the number of workers, the goal for reducing manual labor). The improvement of the economic mechanism will facilitate fuller realization of the principle of labor remuneration.

The measures on realizing raising the planning standard have already begun. The net-norm output is used in the plans of 2000 enterprises of 25 ministries. The enterprises of the Mintyazhmash [Ministry of Heavy and Transport Machine Building], the Minenergomash [Ministry of Power Machine Building], the Minlegpishchemash, the Minzhivmash and the Glavmospromstroyaterialov have changed over fully to this indicator. Basically, the introduction of the net-norm output will start with 1982. The number of material balances prepared by planning organs will almost double. A new form -- resource distribution plans -- will be used. The production list of the most important types of products will increase by more than a third.

Further improvement in economic incentive is called for simultaneously with this. The norm method of planning the wage fund and forming the material incentive fund will be used more widely and should produce greater substantiation of wage sources. Industrial ministries will begin introducing the norm method for distributing profits which will guarantee proper deductions to the budget in combination with strengthening the responsibility of the industrial sectors as a whole for new, highly efficient output. Prices for products made of less expensive raw materials will not be reduced, provided that their quality is preserved. Bank credits will play a constantly greater role in financing production development. The effect of fines on increasing responsibility for poor work is being strengthened. The creation and introduction of new equipment in industry is now being stimulated by the cost accounting system. In the final result, all of this must strengthen the tie between the sources of wages and the results of economic activity.

The following four indicators are used as the bases for the evaluation of the results achieved: the fulfillment of plans on delivery of products in accordance with concluded contracts; an increase in the productivity of labor; improvement in the quality of output; and an increase in profits. The results of the work will be evaluated by the incremental total from the start of the year, while the fulfillment of the five-year plan will be evaluated by the incremental total from the beginning of the five-year plan period. The improvement in the evaluation criteria will make it possible for enterprises to utilize their reserves more fully for raising productivity and the quality of labor and improving the final results of production.

Thus, the direct duty of ministries and departments, associations and enterprises is the maximum utilization of favorable conditions for strengthening the stimulating role of wages in solving the problems of the 11th Five-Year Plan period.

It is important to stress that wages have a close relationship with the economic mechanism. However, the reserves for strengthening its stimulating role, due to the improvement of the economic mechanism may, in some cases, be more significant than as a result of improving the organization of the wages themselves.

As noted at the 26th party congress, the system of material stimuli must provide a just and objective evaluation of the labor contribution of each worker. This requires an objective evaluation of the intensity of the plan and the results of its implementation. Meanwhile, a study of a group of plants for the production of homogeneous reinforced concrete products indicated that the cement content in a cubic meter of the products varied from 320 to 460 kilograms. Only in one enterprise was it equal to 320 kilograms, while in all the others, it was higher. If, for all of them, a single goal was set for saving cement, as frequently, regrettably, is done, then advanced enterprises would find themselves in the worst situation. This question is of great interindustrial importance.

Last year, the USSR Gosplan approved methodological instructions on the order of determining the intensity of plans. The introduction of these methodological instructions in practice of planning the wage and material incentive funds will strengthen their dependence on the standards of the planned goal and the results of its fulfillment, and will make it possible to compare not only the wages of various enterprises, but also the quantitative and qualitative indicators they achieved, on the basis of which the wages are calculated. Taking into account the intensity of labor, material incentives are used by a number of advanced enterprises. The experience of one of them -- the Sumskiy Machine Building Association named M. V. Frunze -- was reviewed and approved by the USSR Goskomtrud. The multiyear practice of the association convincingly indicated the great efficiency of bonus payments, taking in account the intensity of the set plans and goals. An account of the work intensity and its stimulation is now one of the duties of ministries and departments in the fight to raise the productivity of labor.

Almost half of all bonuses and incentives in the national economy is paid from the wage fund. However, these payments are not planned separately in the fund itself. Therefore, suggestions are being made on the planning of the share of the wage fund directed for bonuses, or the ratio of bonuses to wages. An analysis of the role of bonuses in the organization of wages indicates that their function in many cases is similar to extra pay for piecework for overfulfilling norms, for combining professions or for an increase in the service zone and volume of work, and additional payments for fulfilling the duties of a temporarily absent worker. Therefore, in practice, bonuses frequently replace extra pay for piecework and vice versa. Based on this, the share of the wage fund, related to the quantitative and qualitative results of labor above the norm level should have been planned. In the final result, this would have intensified the realization of Lenin's principle of payments for labor.

At present, favorable conditions exist for planning the superrate part of the wages. This will create a system of norms for labor expenditures, introduce enterprise passports and develop methodology for evaluating the intensity of the plans.

The problem of all-around saving of material resources is a very serious one in the 11th Five-Year Plan period. Each ministry, union republic and enterprise is given goals on reducing material consumption. Material incentives for savings play an important role in putting this large reserve into action to raise the efficiency of social production. However, these possibilities are not fully utilized due to shortcomings in normalizing the expenditures of material resources. Thus, according to specialists, the share of normalized fuel-power resources (according to norms approved by the USSR Gosplan) is, for boiler-furnace fuel, about 67 percent of its total requirements for production-operational needs; for electrical power -- 43 percent; heat power -- 25 percent; gasoline and diesel fuel -- 63 percent. Since bonuses are paid for saving fuel against approved norms, their lack makes it impossible to give material incentives to workers. Therefore, intense attention should be given to problems of normalizing material resources in all sectors of the national economy.

An increase in the efficiency of material incentives in all sectors of the national economy at each enterprise is an urgent requirement at the modern stage of development of the Soviet economy and a condition for an advanced increase in the productivity of labor as compared to the remuneration for it. Strengthening the stimulating role of labor remuneration will facilitate the successful solution of the vast problems posed by the 26th party congress on the further development of the national economy of the country, and an increase in the people's welfare.

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LABOR

BAM LABOR FORCE STABILITY DEMANDS IMPROVED AMENITIES

Moscow SOTSIALISTICHESKIY TRUD in Russian No 6, Jun 81 pp 13-18

[Article by Candidate of Economic Sciences M. Lavrinenko, head of the labor resources group at Amur Complex Scientific Research Institute of the USSR Academy of Sciences' Far Eastern Scientific Center: "BAM: Problems of Shaping and Using Labor Resources"]

[Text] The proportion of Siberia and the Far East in the USSR materials and energy balance is currently growing. The Baykal-Amur Mainline railroad now under construction is of great importance in increasing the economic potential of these regions, which is why the "Basic Directions of USSR Economic and Social Development in 1981-1985 and Through 1989" anticipate expanding work on economic utilization of the zone adjacent to it.

The boundaries of BAM socioeconomic impact are still a subject of discussion among both scientists and practical workers. Siberian scientists,¹ for example, propose delineating two interconnected zones, the first to include territory whose economic utilization will be influenced directly by the Baykal-Amur Mainline and the BAM-Tynda - Berkakit railroad (from Ust'-Kut to Komsomol'sk-on-Amur alongside the mainline), and the second to include oblasts, krays and ASSR's adjacent to the BAM. Such administrative formations primarily stress development of construction industry bases, the food complex, personnel cadres, and so on.

The Baykal-Amur Mainline traverses huge sections of Siberia and the Far East which are distinguished by different climatic conditions and different amounts of natural resources of different values. This leaves an imprint on the demographic situation and labor resources reproduction, on the character of territorial-production complex formation, on development of the social and personal-services infrastructure. Consequently, consideration of these differences is necessary. The central portion of the BAM zone is outlined by the Upper Amur area, where the mainline passes basically through the three northern rayons of Amurskaya Oblast: Tyndinskiy, Zeyskiy and Selendzhinskyy. They occupy nearly two-thirds of all oblast territory and are rich in industrially important minerals, hydroelectric resources, flora and fauna. At the same time, it is an area which is sparsely populated and little-settled, one

¹Aganbegyan, A. G., and Shniper, R. I., "Novyye zaboty drevney zemli. BAM: problemy, perspektivy" [New Concerns for an Ancient Land. BAM: Problems, Prospects], Moscow, Izd-vo Molodaya Gvardiya, 1976, p 172.

with natural-climatic extremes and with slight opportunities for the development of agriculture.¹

The nature of the climatic conditions and the level of productive forces of these regions demand stronger transport-economic ties with the base regions of adjacent territories. Solving the problem this way compensates for shortcomings in the development of the production and social infrastructure in the new regions at the expense of the nearby and economically utilized more southern portion of the Amur area. In this connection, the system of two-link (north - south) economic subregions formed on the principle of mutually-supplementing territorial division of labor is of scientific and practical interest. The following subregions are delineated within Amurskaya Oblast: West Amur industrial-transport, Upper Zeya power-lumbering and Zeysko-Selemdzhinsk industrial-transport. They include seven administrative regions. Such a territorial structure will ensure not only greater economical efficiency in future territorial-production complexes and the BAM zone, but also greater social effectiveness and greater use of the potential accumulated in regions already mastered and the natural resources of new regions.

Active BAM construction and creation of its production and social infrastructure in a brief period have altered appreciably the demographic situation in this harsh region. Whereas prior to installation of the mainline only several thousand settlers and less than 2,000 natives (primarily Evenki) lived in the Upper Amur territory adjacent to it and worked basically at mining gold and procuring timber (reindeer herding and hunting in the case of the natives), during the 1974-1980 period the population more than doubled, increasing four-fold in Tyndinskiy Rayon, where important industrial projects are concentrated. The modern new city of Tynda was formed, and its population has constantly increased. Some 16 new population centers and railroad stations and dozens of very important production, cultural and personal services projects have been built along the mainline. Large timber management administrations and combines have appeared. During the 10th Five-Year Plan alone, BAM zone contractor organizations, including Shimanovsktransstroy trust, put more than 800,000 square meters of usable housing into operation, including 280,000 m² of permanent housing with all utilities and services. Some 95 schools and children's preschool institutions, upwards of 70 medical centers, hospitals and dispensaries, dozens of clubs, palaces of culture, stores and libraries were also built, appreciably raising the level of cultural and personal services to the population.

Tynda has been built up quickly. Over the past five years, more than 150,000 m² of usable housing has been put up here in the form of modern, northern-modification multistory houses. Medical services have been improved. During that time, the number of physicians increased 3.4-fold, 1.5-fold when calculated per 10,000 people; the number of mid-level medical personnel increased 5.3-fold and the number of hospital beds increased 2.5-fold, that is, 2.3-fold when calculated per 10,000 people. The network of children's preschool institutions increased two-fold and the number of seats in them -- 4.4-fold. The number of students in general education schools increased three-fold.

¹However, in a majority of places here, the climatic conditions are not contraindicative of life for people arriving from the European portion of the country. To the contrary, in Zeyskiy and southeastern Tyndinskiy and Selemdzhinskiy rayons, they are favorable for rapid adaptation.

At the same time, the demographic process has improved. The proportion of pre-schoolers, women and young people of age (15-19) in the total population has increased appreciably. More than 1,000 young families are created and 1,500 children are born each year. The structure of those employed in the national economy in these regions is evolving and improving; the labor collectives at construction projects and other enterprises and organizations are being organized and strengthened. The percentage of those employed in the services sphere has risen from 3.2 in 1975 to 8.4 in 1980.

Over the three years since work began on the mainline, dozens of construction subdivisions have been staffed. Some of their collectives were relocated here en masse from western regions of the country and some were stationed here from Siberia and the Far East. Many construction subdivisions were created in sponsoring republics, krais and oblasts. In a word, the entire country participated in forming these collectives and training personnel for the construction sites. And that will unquestionably significantly accelerate implementation of the comprehensive Baykal-Amur Mainline program.

In spite of enormous difficulties in overcoming the harsh climatic conditions, in shaping the material-technical base in new locations, and in training personnel for the specifics of new construction projects and areas of economic utilization, BAM zone residents have done a great deal of work. By the end of the 10th Five-Year Plan, 1,100 km of mainline and station track had been laid, 1,200 bridges and other complex facilities had been built, 1,200 km of road adjacent to the route had been built, 180 million cubic meters of earthmoving work had been done, 16 new settlements and stations had been put up and 600 km of electric power transmission line had been erected.

Primarily young people, more than 60 percent under age 30, are working on installing the BAM, building population centers and production facilities, and operating the BAM - Tynda - Berkakit railroad. People with higher, special and general secondary educations predominate among them. Among engineering-technical workers, more than 90 percent hold degrees as specialists.

While noting changes in the development of the population and labor resources of the BAM zone, it is important to single out trends finding active development in the near future. For example, the age-sex structure of the population in inhabited regions has begun to improve. Whereas men clearly predominated among able-bodied people in the Upper Amur sector at the start of the work, and quite justifiably so, since they were committed to developing work at the new construction project, we have now naturally begun to see an increasing proportion of women and of that portion of the population unable to work, especially children under age five.

However, the able-bodied continue to dominate in the overall population of the Baykal-Amur Mainline zone. Thus, for example, this group accounts for 72 percent of the population in Tyndinskiy Rayon, 63.4 percent in Zeyskiy Rayon and 62.1 percent in Selezdzhinskiy Rayon. The proportion of men in Tyndinskiy Rayon is 10 points higher than that of women. Statistics bear out that the ratio of men to women in BAM zone construction organizations is 2.5 to 1, and that the latter comprise one-third or less in individual production collectives. Another shortcoming is that a considerable number of men live without their families in utilization regions, although they share a common budget. For example, this category accounted for 26.4 percent of all family men in Tynda in 1980 and 30 percent in Zeya. There are a

number of reasons for this. First, we continue to recruit manpower for utilization regions from among single or family men who do not intend to seek permanent housing or comfortable conditions for the period of their labor contract (three years). Second, women's labor still has not found broad application as a result of the relative one-sidedness of the BAM zone economy, poorly developed nonproduction sphere and places where women's labor is used, and so forth.

Naturally, the indicated deviations in development of the demographic process and the sphere of labor application are temporary phenomena caused primarily by the fact that implementation of the BAM program has been in its initial stage. However, it is already becoming necessary to actively monitor and regulate the sociodemographic situation. This is important in shaping the permanent population and reducing migration. At the same time, improvement in the age-sex composition of the population is associated foremost with the problem of employing women in the social labor sphere. It can be solved with development of the social and personal-services infrastructure in population centers, as well as by improving the branch structure of the economy in territories being mastered. Demographic balance of the population in this region is a complex task, but one entirely capable of solution, it would seem.

One important feature of development of the demographic process, and consequently of shaping labor resources in the BAM zone is the fact that, as was mentioned above, it has been determined by a mechanical increment at the expense of other regions of the country. Construction detachments, railroad operating services and organizations building housing and other facilities are manned basically with in-coming migrants, including 65-70 percent from regions outside Siberia and the Far East. And now that the question of creating permanent cadres and a local population to settle this new area has arisen, this source remains the basic one. At present, two-thirds or more of the total increment in BAM zone population is migrants from other regions. It can be assumed that this situation will continue for the next 10-15 years. In and of itself, this phenomenon helps solve the labor problem, but it also has its negative aspects.

The reference is to the fact that more than half, and sometimes up to two-thirds of those arriving are unorganized migrants. Persons in this category are generally more mobile, have little work experience, and many must be taught those occupations the utilization region needs. The effectiveness with which they are secured in jobs is, other conditions being equal, a third less than for migrants under organized resettlement programs. This means more extensive use must be made of planned-organized forms of resettlement, that we must improve labor agency monitoring of this work.

Although the sources of reinforcement are very important, the determining role still belongs to measures for securing people in jobs, including living conditions in settlement regions. The level of availability of housing, cultural and personal services is still considerably lower in the BAM zone than in the European regions. Passenger transport, communications between population centers and the highway network are poorly developed. Such foodstuffs as milk, meat, vegetables and fruit are not meeting the demand. The social and personal-services infrastructure is inadequately developed. Naturally, given a manpower deficit in regions with better climatic conditions, these inadequacies would cause an intensive outflux of population.

At present, nearly one in every two BAM construction worker families lives in temporary or poorly equipped housing. Unfortunately, departments of the ministries of

transport construction and railways (Glavbamstroy and the BAM Construction Directorate) have focused their main attention on production tasks and have not displayed the necessary concern for developing the social and personal-services infrastructure in utilization regions. Thus, Tynda has so far had no general plan for developing the city and lacks forecasting data on factors which will determine the establishment of other large population centers, which makes it extremely difficult to solve such important problems as laying out city utility lines and shaping the social infrastructure, and it excludes the possibility of planning the system of cultural and personal services for population centers in a well thought-out manner.

At present, construction workers on the mainline and its infrastructure predominate among BAM zone residents. Quite naturally, some of them will become the backbone of a stable population. But in order for this to happen, all processes involved in shaping cadres and moving the population settling the territory must be directed in accordance with plans for long-range development of the utilization regions.

The question of reducing turnover deserves special attention, as it remains high in spite of steps taken. In a survey of 2,000 workers, engineering-technical workers and employees of construction subdivisions of various departments of the central BAM sector, a third cited poor labor organization as the main reason for seeking dismissal and a quarter (half, in a number of organizations) cited unsatisfactory housing and personal services.

At present, the main group of BAM workers is building its interrelationships with the administration and leadership of its organizations and departments on the basis of three-year agreements. For a significant portion of the construction workers, the term of these agreements will expire in 1981-1982. Sociological research shows that the potential migration will possibly be more than 50 percent at that time. In this regard, 25-35 percent of those surveyed in different collectives expressed a desire to leave because of the lack of well-equipped housing or places in children's preschool institutions or because of shortcomings in cultural and personal services. Approximately 40-48 percent of those arriving immediately set themselves the goal of living here not more than three years, that is, the term of the agreement (survey data by Khabarovsk Higher Party School).

At the same time, approximately 30-35 percent of those living in the BAM zone have not yet decided where they will live and work after their agreements expire, that is, they represent a potential reserve which, given certain conditions (housing, places in children's preschool institutions, work in their specialties) could reinforce the permanent population of utilization regions.

Improvement in personnel occupational skill is also of not inconsiderable importance. The percentage of people with short periods of production service and little work experience is high among BAM workers today. In many organizations, a third or more of the workers are in categories I or II, while in the best, that figure is not more than 8-12 percent (of the total number of workers). This testifies to the fact that reserves for increasing the occupational skill of personnel are far from having been exhausted and must be used. One example is the many thousands-strong collective of the Glavbamstroymekhanizatsiya trust, where the proportion of personnel in categories I and II dropped two-fold in three years, and the number of workers in higher categories grew significantly.

In resolving the task of forming cadres, it is important to pay more attention to training them locally. In this connection, we need to set up special academic institutions more flexibly in the BAM zone and in adjacent regions. Heretofore, only one construction vocational-technical school has been operating in its central sector, the one at Tynda, with an enrollment of 600. The demand for skilled workers in newly utilized regions and at new construction projects is dozens of times that. In our view, together with organizing new construction vocational-technical school, we also need to build tekhnikums which are broadly specialized for BAM zone regions.

We should especially single out one other important problem in securing population in the BAM zone. In utilization regions, natural and climatic conditions restrict the production of a significant portion of agricultural foodstuffs, so the food complex is presently being created here basically through resources of other regions of the country. There are not enough green vegetables, dietetic eggs, whole milk and fresh meat. For regions with a harsh climate and a population in which young people predominate, a supply of these types of products is a task of top-priority importance. Mothers living in utilization regions say: "If we had everything else but didn't have whole milk or green vegetables, we wouldn't and couldn't live here." I agree. This will continue to do much to determine the level of permanent settlement. It is legitimate to note that solving this problem is not a hopeless task. For example, the maximum demand of the population of the central BAM sector for whole milk will be 1,800 to 2,000 tons per year over the next 10 years. It would suffice to build two dairy complexes of 500 cows each and to get two tons of milk per cow per year to produce that much. A local fodder base could also be created for a herd this size locally without particular difficulties. Everything depends of the flexibility, efficiency and responsibility of agricultural agencies, and foremost of the Ministry of Agriculture and appropriate departments of the Ministry of Transport Construction and Ministry of Railways.

I should also like to note the following. We consider it necessary to create a zonal food complex capable of meeting the needs of the population for foodstuffs in accordance with the norms and in an assortment corresponding to conditions in the North. Inasmuch as these possibilities are limited locally, it is important that the RSFSR Gosplan determine now the regions which must supply the BAM zone with food and communicate yearly state plan assignments to them. At the same time, a whole milk and green vegetables production program should be developed and approved.

Planning agencies and corresponding departments, including the BAM Construction Directorate (Ministry of Railways) should think about allocating funds to create agrarian enterprises to meet the demand for whole milk among the zone's population now, in the 11th Five-Year Plan. The fact, for example that the construction of a 400-cow dairy complex in Tyndinskiy Rayon now underway is proceeding extremely slowly is perplexing. Insufficient efforts are being made to organize a fodder base. In a word, we need measures of an economic nature as well; we need to determine those responsible for creating a food complex in the BAM zone and to improve the supply of manufactured and food products to residents of this zone.

In order to accelerate construction of housing, cultural and personal-services facilities, funds for developing the social and personal-services infrastructure of newly utilized regions should, in our opinion, be concentrated in the local soviets and they should be given corresponding rights and responsibilities. We also require a large, specialized construction organization which, headed by the ministry concerned,

would also be accountable to the local soviets. These tasks are now entrusted to the Tsentrbamstroy trust (general planner for the Leningiprogor), but they are not being carried out.

At the same time, a number of other steps must also be taken to facilitate securing personnel. In our view, it is necessary that the Ministry of Railways and Ministry of Transport Construction begin building a Palace of Transport Construction Workers' Culture in Tynda, sports complexes, boarding schools and dispensaries in the new five-year plan, that funds be allocated for building Pioneer camps and family boarding houses in Primorskiy Kray and Amurskaya Oblast for children and families in the BAM zone.

BAM workers hope the USSR Sports Committee and AUCCTU will provide BAM construction workers with summer and winter sports inventory and will help create enclosed winter and summer sports centers and prefabricated, dismountable swimming pools in the large settlements, and so forth.

In a word, only a complex of socioeconomic measures in the utilization zone of the East will permit successful resolution of the large, important tasks of developing the productive forces of this very rich area.

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LABOR

SOCIAL CONSUMPTION FUNDS, EXPANSION OF SOCIAL, ECONOMIC RIGHTS

MOSCOW APE DAILY REVIEW in English Vol 27 No 123, 19 Jun 81 pp 1-9

[Article by V. Rogovin: "Social Consumption Funds and Expansion of Guarantees of Soviet People's Social and Economic Rights"]

[Text] The key social functions of social consumption funds were described by Karl Marx, in his time. He wrote that total social product included such parts as funds for those unable to work and funds intended for the common satisfaction of needs (i.e., schools, health services, etc.). Immediately after the socialist revolution, the second part, Karl Marx noted, "grows considerably in comparison with present-day society and it grows in proportion as a new society develops."

These ideas were developed in the Programme of the Communist Party of the Soviet Union, which reads in part, that "as the country advances towards communism personal needs will be increasingly met out of public consumption funds, whose rate of growth will exceed the rate of growth of individual payments for labour." This law has been corroborated by the socio-economic progress of Soviet society under mature socialism. From 1965 through 1980 average monthly wages and salaries have increased by 75 per cent, whereas the per capita increase in the payments and benefits from the social consumption funds, has been 2.4-fold. The Guidelines for the Economic and Social Development of the USSR for 1981-1985 and for the Period Ending in 1990, adopted by the 26th CPSU Congress, stipulate for the current five-year plan period the raising of the average monthly wages and salaries by 13-16 per cent, and an increase in the social consumption funds of 20 per cent.

Article 23 of the Constitution of the USSR reads: "In order to satisfy the needs of Soviet people more fully social consumption funds are created. The state, with the broad participation of public organizations and work collectives, ensures the growth and just distribution of these funds." The decisions of the 26th CPSU Congress forcefully reiterate the Party's care for a further growth of the social consumption funds and for their just distribution.

The social consumption funds are a key means for overcoming the social differences entailed by differentiation of the payments for labour; they facilitate the development of relations of equality and collectivism, and strengthen the Soviet people's confidence in the morrow.

The key structural components of the social consumption funds are as follows: 1) monetary payments (i.e., pensions, allowances, monthly maintenance grants for students, allocations for annual paid vacations and sick benefits, etc.); 2) government spendings on housing maintenance not covered by rents; 3) expenditures for

social services, provided to the population either free of charge, or on favourable terms (i.e., education, vocational and advanced training, health services, vouchers for sanatoria or hotel accommodations either free or at a discount, children's care in creches, kindergartens and boarding schools, as well as certain cultural services); and, 4) other benefits for certain categories of the population (i.e., free textbooks for pupils of general education schools, benefits for World War II veterans, etc.).

The bulk of payments from the social consumption funds depends, to a certain extent, on one's present or former work i.e., on the level of his or her wages or salaries. When this part of the funds is distributed among citizens, they themselves determine the degree of the urgency of their needs. In this way, society through monetary payments fixes the general level of consumption, not its specific forms.

In certain cases the dependence of the size of monetary payments from the social consumption funds on the amount of one's labour increases due to steps taken by the government. For example, we envisage in the eleventh five-year period extending the minimum vacations for factory and office workers with a continuity of service from three to seven and more years, and to introduce bigger uninterrupted service increments to old-age pensioners who have worked at one and the same enterprise for no less than 25 years (for men) and 20 years (for women with children). This is to further strengthen labour discipline and cut the fluctuation of manpower in the national economy.

Unlike the monetary payments, the distribution of free or cutpriced benefits from the social consumption funds depends not on the amount of one's labour, but on his or her real needs, and is effected according to consumption norms established by the state. Provision of people with low-rent housing and with free social services are a socialist distribution method, and a veritable embryo of communist distribution principles. This is distribution not according to one's needs yet, but with more or less full account of the needs, socially necessary in society's view.

The social consumption funds are a crucial guarantee of the social and economic rights enjoyed by the Soviet people. Through such funds the state guarantees the right of all its citizens to maintenance in old age, in sickness and in the event of disability or loss of the breadwinner. The Soviet system of social maintenance is a sum total of all the means of public upkeep of disabled of society members. Besides, the state guarantees every citizen's right to free medical care, free education, vocational or advanced training. It is obvious that under a different method of distribution, satisfaction of such needs would have been difficult for the population in lower-income brackets.

The social consumption funds smooth down social inequality caused by the number of dependents per breadwinner in the family. That is facilitated, in the first place, by the monetary payments for the upkeep of the disabled members of society and students in higher educational institutions and specialized secondary schools, and for families with children. More than 43 thousand million rubles are now spent annually on pensions and allowances alone. The social groups for whom such payments are the main or even the only means of subsistence, keep growing. The disabled and the students are on an ever broader scale maintained not by the able-bodied working members of the family but on payments from the social consumption funds.

A fuller implementation of the constitutional principle of a fair distribution of the social consumption funds is due to society's gradual increase in spendings for the upkeep of children and the disabled. For this, the 26th CPSU Congress has stipulated a set of measures to improve the social maintenance system, and to increase state assistance to families with children.

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The biggest group, which enjoys the right to social maintenance, consists of persons of "post-working" age. The social and economic progress, as well as the achievements of medicine and the health services in the USSR, have called forth a big increase in people's average life span, and therefore, in the length of one's staying on a pension. According to demographers, the '80s will still be characterized by higher numerical increases in the growth rates of pensioners, than of the able-bodied population. Hence, the number of pension-aged citizens among the population will keep growing. The share of people enjoying the right to a pension among them is increasing, since in the earlier stages of Soviet history the percentage of the able-bodied men and women employed in social production was unswervingly on the increase. So the number of new pensioners will increase from 10 million in the 70's to 16 million in the 80's.

As of 1965 the right to a pension has been enjoyed by all collective farmers, whereas since 1971 their pensions have been fixed at the same norms as those for factory and office workers and their families.

The pension age in the USSR is lower than in the economically developed capitalist countries by 5 to 10 years for men, and by 5 to 15 years for women. The pension age is lower by 5 to 10 years for those employed in underground work, at workshops with high-temperature processes and with hard working conditions.

In accordance with the Guidelines adopted by the 26th Congress of the CPSU, the Party's Central Committee and the Council of Ministers of the USSR have adopted a Resolution on Further Improvement of Social Maintenance (1981), which stipulates the raising this year of the minimum old-age pensions for factory and office workers to 50 rubles a month, and of the minimum disability pensions and pensions due to the loss of the breadwinner. In the eleventh five-year plan period the minimum old-age pensions for collective farm members will be raised to 40 rubles a month, and the minimum disability pensions and pensions due to the loss of the breadwinner are to be raised, too. It is also planned to extend the network of aged pensioners' and invalids' homes, and to improve amenities and services there. The spendings on meals, medicines and other needs at old-age pensioners' and invalids' homes will increase, on the average, by 20 to 25 per cent in the eleventh five-year plan period.

Invalids are quite a numerical pensioner category. In the 60's and 70's disability pensions were raised, and so were the allowances for invalids since childhood, and pensions for war invalids. Besides, the invalids, wounded or maimed while defending their homeland, enjoy a vast system of benefits, including exemption from income tax, a 50% discount on rents and utilities, free travel on municipal and suburban passenger transit, etc.

The CPSU Central Committee and the Council of Ministers of the USSR in 1978 and 1980 adopted Resolutions on Improving Material and Living Conditions for Veterans of

World War II. They now pay only 50 percent of their income tax and of the price of a railway return ticket to whichever part of the country he or she wants to visit once a year, and enjoy the right to priority provision with housing and vouchers for sanatoria and hotels, as well as other social benefits and advantages. New measures are planned for the current five-year period to further improve the living conditions of war veterans, and of the families of those who fell in battle.

The increasing spendings on the upkeep of the aged citizens and invalids, as well as improved conditions for their participation in work ensure all-round public support for these categories of the population, and are a vivid expression of the humanism of the social policy pursued by the CPSU and the Soviet state.

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Assistance to mother and child, and to the family in the upkeep and the up-bringing of children, is part and parcel of the social policy of the CPSU. It promotes consolidation of the family as the principal nucleus of socialist society and ensures the provision of better conditions for women to combine motherhood with work and social activities. This assistance includes paid leaves for expectant mothers for child delivery; allowances for single mothers, for large families and for families with children in the lower-income brackets; pension benefits for mothers of large families; paid sick leaves for mothers to look after ill children; and other social benefits.

In the tenth five-year period the Party gave serious attention to charting and implementing an effective demographic policy, and to population problems that had aggravated. The principal way to resolve these problems was to show more concern for the family, for newlyweds and, chiefly, for women.

Provision of the most favourable conditions for the growth of the population and the upbringing of the younger generation, further improvement of the working and living conditions as well as of rest and recreation for working women, are perceived in the decisions of the 26th CPSU Congress as an important field of the programme for our social development. With this in view, the Resolution of the CPSU Central Committee and the Council of Ministers of the USSR on Increased State Assistance to Families with Children (1981) outlines a broad system of new social guarantees for a rational combination of social and family upbringing, in order to make life easier for working mothers and to provide beneficial living conditions for young families. That is to be achieved through all-round development of the network of children's establishments, and through putting an end in the next few years to their shortage in areas with high employment levels of women in social production. Spendings on meals at pre-school children's establishments in the eleventh five-year period are to increase by 10-15 per cent on the average. Besides, families with average budgets providing less than 60 rubles a month per family member, will be exempt from paying for their children's upkeep at creches, kindergartens and boarding schools.

The serious problems of woman's "double employment" and of combining her work with her duties as a mother, are to be settled through enabling her, economically, to focus all her energy, for a certain period of time, on caring for her newborn baby. Therefore, beginning with 1981, by regions of the country and on a stage-by

stage basis, a partially paid leave will be introduced for working mothers and mothers taking a course of out-service training, to look after their children until they reach the age of one. Parallel with that, working women will enjoy the right to an additional non-paid leave, until their children reach the age of one-and-a-half (and later two), without interrupting the general length of service record, or that of work in her speciality.

Provision of women with more favourable conditions for combining their work in social production with the upbringing of children will be promoted by the following new benefits, to be paid for from the social consumption funds: extraordinary allowances of 50 rubles to working mothers and mothers taking a course of out-service training, upon the birth of the first child, and of 100 rubles, upon the birth of the second and third child; as well as, for working mothers with two or more children of up to 12 years of age, an additional three-day paid leave and the right to an additional unpaid leave of up to a fortnight, to look after their children; the paid leave to look after a sick child will be extended to 14 days; while single mothers will receive bigger allowances from the state, and for a longer period of time. There will be more benefits in the eleventh five-year period, to partly cover the cost of children's stays at summer camps. Meanwhile the network of hotels and centres for families will be further expanded.

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Equalization of the consumption levels and structures of families with differing budgets per family member is also facilitated by free or cut-priced benefits from the social consumption funds. In the Soviet Union and in other countries of the socialist community the share of free social benefits in the national income is much bigger than in the capitalist states, due to the more extensive development of free education, health and cultural services, and government grants for the maintenance of the state housing fund. Government spendings involved in the construction of housing, and social and cultural objectives, are much higher in the socialist countries. Although these expenditures are covered from the accumulation fund, their social function is in fact the same as that of the allocations for the maintenance of socialized housing, educational institutions, pre-school children's establishments, and medical, health and cultural centres, financed from the social consumption funds. The continuous increase in government expenditures for housing and the social services is promoted by the enlargement of the socialized housing fund, by a broader network of social and cultural centres, the quantitative growth of their personnel, etc. While in the seventh five-year plan period state capital investments were used to build 58 per cent of housing space, the figure for the tenth five-year period was over 70 percent. The sum total of the capital investments in housing construction amounted to 87.2 thousand million rubles, which is more than was planned for the five-year period.

Rents in the Soviet Union have remained stable since 1928 (when they were fixed), although the cost of the construction of new flats in the last decade alone increased by 35 per cent, mainly due to their improved quality and a higher level of comfort.

In the current decade the Party has put forward the task of providing in the main every family with a separate flat. This principle will underlie the distribution of new state-built housing in the eleventh five-year period.

The economic basis of other most significant social guarantees has also been developing. In 1965-1980 spendings from the state budget and other sources on education, cultural activities, the arts, the health services and physical education have more than doubled. In the past fifteen years the numerical growth rates for physicians have been 5 times, and of hospital beds--upwards of 3 times those of the country's population. The Soviet Union has about 1.5 to more than twice as many doctors per 10,000 of the population than the most advanced capitalist states (i.e., the USA, France, West Germany, and Britain).

In the 60's and the 70's the number of people who have stayed at hotel complexes for long periods grew six-fold to reach 27.7 million in 1979. In the majority of cases the vouchers for staying at sanatoria or hotels have been provided to working people either free, or at a 70 per cent discount.

It should be noted that besides the extension of the network of health, vacation, pre-school and other social and cultural centres, and improving their services, the increase of government expenditure for social services per client is also facilitated through the raising of their personnel's wages. The stay of one child in a creche now costs 560 rubles a year, and in a kindergarten - about 480 rubles, with 80 per cent of the sums covered by the state. One day of a patient's stay at a hospital costs the state more than 10 rubles.

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Continuous broadening of the guarantees for the Soviet people's constitutional social and economic rights is a key goal of the CPSU's social policy, and a vivid manifestation of the advantages of the socialist way of life. Naturally, the success of the largescale social programme outlined by the 26th Party Congress depends on the labour efforts of the entire Soviet people, of every worker and every collective.

(Politicheskoye Samoobrazovaniye No. 5, 1981.
Abridged.)

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SHORTAGE OF HELICOPTER PILOTS IN TYUMEN' EXAMINED

Moscow VOZDUSHEVYI TRANSPORT in Russian 28 Jul 81 p 3

[Article by V. Krasnov, deputy chief of the Tyumen' Administration of CA (Civil Aviation) and M. Makarov (Tyumen')]: "The Test of the North. Whether Everyone Is up to It"]

[Excerpts] It is often said that strong people are a necessity for work in the North. It is difficult to defend or to refute this opinion. One thing can be said with certainty: a strong character is needed here. The rigorous region tests the stamina and firmness of each of its inhabitants.

It no longer surprises anyone that the commander of an aircraft of the first class, such as the Mi-8 helicopter, are young people 23-24 years old who finished flight school 2 or 3 years ago. On the one hand, this phenomena is completely progressive, which answers the spirit of the NTR (scientific and technical revolution). But on the other...

And so the problem narrows down to a shortage of flying personnel. How does this happen, when undoubtedly there are so many who wish to work in the North? Let us begin with the fact that most often the pilots of airplanes, especially the An-2, who ask to work here are already surplus in the administration. It is understandable that retraining them for helicopters, which comprise the main portion of all aviation equipment here, is a luxury.

It is true, the ministry right now is actively cooperating in transferring helicopter pilots to Tyumen' from other administrations. But this potential is being realized only by half. And here is why. First, helicopter pilots are scarce everywhere. Second, in order to invite experienced pilots, it is necessary to have housing, of which there is a shortage, even for working specialists.

And there are scarcely enough pilot-school graduates, ready to operate helicopters, to make both ends meet. For in creating ever newer and newer crews, the administration loses almost as many. After working off the prescribed 3 years (and sometimes even sooner), the graduates of the schools often leave, just as they have crossed the North's threshold.

First a few words about the housing and living conditions problems. It cannot be said that it is not being solved: the ministry allocates substantial funds to the administration for this purpose. But with the accelerated pace of development of aviation enterprises it becomes quite clear that there are not enough funds. Right

now, while the administration is establishing its own in-house construction base, the task comes up of arranging not only for the erection of the surface facilities of airports but also of housing facilities. Simultaneously, it is necessary to obtain a greater share of housing space from the main clients.

And again we return to the first point, perhaps the basic cause of personnel turnover: the difficulties of working in a rigorous region. Although it is said today that the North is more of a social concept than a geographical one, you do not dismiss its climate from your calculations. Often people come to aviation enterprises who are not prepared in spirit for the forthcoming difficulties: they do not possess a strong and firm character.

The process of adaptation is most difficult of all for those young aviators who were not able in school to develop a feeling of self-discipline. On becoming free, they have at their disposal personal time and 600 rubles in pay, and at times they do not know how to enjoy these properly.

And the question arises here: is it not time to be concerned about the system of choosing specialists for the North? Many school graduates at times are not ready for difficulties because of the fact alone that they have not been trained for independence. In following their leaders (instructors and teachers) everywhere, they do not in the end achieve the very basic quality--the courage of their profession.

In the Tyumen' administration, it is true, they are not waiting for scientific institutions to start to train aviators specially for work in the North. For several years now they have been conducting zonal recruitment here for Civil Aviation schools and institutes. Each year in Tyumen' they give examinations to more than 700 high-school graduates who have been chosen locally. It is hoped that such "nominees" will later on adapt more easily and firmly to the flying collectives. However, local personnel are far from being sufficient to satisfy the demand of the administration's aviation enterprises for flying personnel and other specialists.

But again, in meeting replacements, commanders and veterans of the Tyumen' administration peer attentively into the faces of the young aviators: are they able to withstand this difficult northern test...?

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LABOR

SKILL IMPROVEMENT OPPORTUNITIES FOR WOMEN IN INDUSTRY URGED

Moscow TRUD in Russian 23 Jul 81 p 2

[Article by Candidate of Economic Sciences S. Turchaninova, senior scientific associate at the scientific research department of VShPD (AUCCTU Higher School of Trade Unionism): "The Businesswoman: Improving the Occupational Skills of Women Workers, A Social Task"]

[Text] Two examples, to start with. A majority of those working at the Lyuberetskiy Cow Combine imeni 50 Years of October are women. They come here timid students and in 5-8 years are in the highest occupational category. On the recommendation of scientists at the combine, special charts of movement within occupations have been developed here. Production indicators are defined for each stage, yielding the titles of class I, II and III skilled worker, which are accompanied by correspondingly higher wages. Each worker has a precise program for her own skill improvement and occupational growth. Enterprise annual plans define precisely how many women will be trained, when and for which categories, and what conditions -- single-shift work, exercises during lessons, placement of children in kindergartens and day-care centers -- must be provided for each so that she can study successfully.

Quite a few women work at the Tallin Electrical Engineering Plant imeni Kalinin as well. The average rate category among them is 2.8, while it is 4.1 among men workers. Women are employed basically at manual, low-skill jobs. This situation developed because neither the administration nor the trade-union organization concerned itself with the problems of improving the skill of women workers and have not created elementary conditions for them to learn in.

Improving the occupational skills of women workers is a social task. More than half the workers in this country are women. Enterprise production successes depend largely on how high their level of skill is.

Occupational growth and more substantive and consequently better-paying jobs also mean economic independence for women. The Soviet family is built on full equality, on mutual love and concern. It is strengthened by common interests. And a woman who does not lag behind a man in occupational growth, meaning wages, feels an equal responsibility with him for the family, feels economically independent and having equal rights in family relations as well.

The USSR Constitution and our laws proclaim the full equality of the rights of men and women. Among them are the right to equal wages, the right to education and

improvement in one's skills. These rights are not only proclaimed, but are guaranteed by special concern for protecting working women.

Still, it is an established fact that at individual enterprises, there is still inadequate concern for the occupational growth of women workers. Numerous surveys conducted in recent years at many plants and factories have shown that, in terms of skill level, women lag significantly behind men workers. As an example, let's take machine building where, until recently, the average skill level of men workers was 1 to 1.5 categories higher than among women. Upwards of three-fourths of the women production workers in machine building are still in categories I, II and III.

Nearly 80 percent of the women workers are trained directly in production, through the apprenticeship system. But apprenticeship is only the first level of occupational training and does not require a long time; nor does it provide sufficiently thorough theoretical knowledge, especially in broadly specialized occupations. Such training is effective only if it is supplemented subsequently by courses and skill improvement schools.

Research done at a number of machine-building plants has shown that one of every two men workers would like to improve his skills. But the figure is only one of every three among women. In practice, things are even worse: men who continue their occupational training in courses and skill improvement schools comprise a group five times larger than women who do. Thus, only 15.5 percent of those improving their skills at the Volgograd "Krasnaya Zarya" Machine Shop are women (who comprise 54 percent of the collective!), and the figure is 13 percent at Uralmash, a leading plant. At 16 tool-making, machine-tool and tool industry enterprises, the proportion of women among the total number in occupational courses did not exceed 25-35 percent. A similar picture was found at BelAZ automotive plant, where six times fewer women production workers than men were studying second or related occupations.

This ratio is typical of all branches of industry -- women students comprise less than a third, although they comprise 50 percent or more of all workers. With no opportunity to study regularly, they accumulate experience, knowledge and work habits only by time on the job. Their occupational growth is retarded and their skill improves 1.5- to two-fold slower than among men workers.

The delay in skill improvement comes in the 20-29 age group. Prior to that, in the first years of work, both men and women are in identical I and II categories. But by age 25-29, 52 percent of the men have managed to reach categories IV and V, while only four percent of the women have achieved this. The fact is that ages 20-29 are the period in which families are being created, children appear and, naturally, women's free time is sharply reduced. The family situation during this period has an especially strong influence on occupational activeness. But among men, it stimulates a striving for greater skill as a worker, higher wages and, consequently, occupational training. Among women, to the contrary, the additional family load makes study harder and delays skill improvement.

The legislatively secured right of women workers with children under age eight to undergo retraining and skill improvement during school hours while retaining their average wages was to have radically altered that situation. Unfortunately, this did not happen everywhere, by any means. Setting up studies in this way is labor consuming and troublesome, and it requires an individual approach to each woman worker in

in production and the creation of small groups and a flexible lesson schedule. In places where the importance of this problem has been understood and sufficient attention has been paid to improving the skills of women, the results have recompensed all the trouble. Increased skill among women workers and their deeper knowledge have facilitated enterprise production successes and the social establishment of women production workers.

At "Krasnaya Oktyabr'" and the petroleum machine-building plants in Volgograd, women workers are freed from working swing shifts while they study. Special groups of students with children under age eight have been organized there. Women with families at Volgograd Steel Cable Plant imeni 50th Anniversary of the USSR work at the enterprise in two shifts. At "Norma" production association in Tallin and "Radio-tekhnika" production association in Riga, separate groups have been organized for women workers with young children.

Women production workers were surveyed at the Tiraspol' Garment Factory imeni 50th Anniversary of the Komsomol and at the No 2 Moscow Watch Factory, helping to reveal what hampered them in combining work and occupational training. Commissions on work among women helped organize schools and courses, improve housing and personal-services conditions, place youngsters in kindergartens and day care centers and choose the most convenient forms of training, work and study schedules. It is hardly surprising that the skills of the women have increased year by year at these enterprises and that the women workers are making an appreciable contribution to the production successes of their collectives.

Things are not going that well everywhere, by any means. At enterprises of the Kazakh SSR Ministry of Building Materials Industry, only 29 percent of those attending occupational courses are women, and their skill category is nearly a whole category lower than that for men. And in spite of this, the ministry has not even provided subordinate organizations with skill-improvement assignments for women when compiling its annual personnel training plans, nor does it follow up on this work at the plants. At many enterprises in Estonia, training for women workers is not planned either, nor are lessons set up during working hours for women with young children. Skill-improvement assignments are not provided for women production workers by the USSR Ministry of Instrument Making, Automation Equipment and Control Systems, although many women work in its plants.

In this connection, the trade-union organizations deserve serious reproach. It is they first of all who must be concerned about the labor, living conditions and, consequently the occupational growth of women production workers. One of the main directions of activity of the commissions on work among women is to assist them in mastering leading work methods, in improving their skills and deepening their knowledge. There are quite extensive opportunities in the community for doing this. Working conditions inspections, living conditions inspections, reviews of skill improvement among women, participation in setting up course networks, helping those for whom it is especially difficult to combine family and labor obligations with occupational study. The placement of children in preschool institutions and extended day-care centers, improving public catering, setting up order tables, and much, much more -- these are by no means least important.

Each collective agreement now contains a special section, "Working and Living Conditions of Women Workers, Assistance in Raising Children." But unfortunately, by no

means every trade-union committee has succeeded in including in its specific obligations administering the training of women production workers in new occupations, improving their skills or creating conditions which would make it easier for them to combine labor with occupational study. Thus, the collective agreements of Tallin Garment Production Association imeni Klementi and "Porshen'" plant in Alma-Ata contain not a word about the production training of women personnel. The agreements of Tartu's "Sangar" garment production association and "Krengol'mskaya Manufaktura" contain only the most general provisions, which do not obligate either the administration or the trade-union committee to do anything.

The examples could go on. It is not a matter of how many. The important thing to stress is that when the skills of women do not rise above category II or III, regardless of years of conscientious work, when they lag behind the men working alongside them in terms of occupational skill, serious damage is caused both the women workers themselves and each specific enterprise and the production potential of the country as a whole. This is not acceptable.

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EDUCATION

ESTONIAN MINISTER SHISHKIN DISCUSSES PROBLEMS, SOLUTIONS IN VOCATIONAL TRAINING

Tallinn RAHVA HAAL in Estonian 21 Jul 81 p 2

[Article by Aleksei Shishkin, chairman of the State Vocational Education Committee of the Estonian SSR: "Development of Vocational Education"]

[Text] The tasks of the 10th Five-Year Plan have been successfully carried out throughout the vocational education system of the Estonian SSR. During 1976-1980, the plan was fulfilled by 107.4 percent: after completion of training at vocational schools almost 35,000 qualified youths joined the labor force of the national economy.

It deserves particular mention, that a restructuring of the existing vocational schools into secondary vocational and technical schools during the 10th Five-Year Plan gave birth to a total new system of secondary vocational education.

Despite the present enrollment in vocational schools of almost 9,000 students per year, the number of skilled workers still falls far short of manpower needs of the national economy. The solution of this problem was emphasized during the formulation of the 11th Five-Year Plan. The training of a total of 38,000 skilled workers (28,870 full-time students) within the vocational education system has been established as a goal for 1981-1985. As compared to the 10th Five-Year Plan, the total number of workers trained at technical and secondary vocational schools will increase by 1.8 percent and 1.4 percent, respectively.

The task at hand, however difficult, is quite feasible, and the building of a basic framework has begun. A long-term program for the construction of vocational schools was launched two years ago. The Central Committee of the Communist Party of the Estonian SSR, and the Council of Ministers of the Estonian SSR, issued a decree to step up the vocational training of youth in our republic.

Six vocational school complexes, under construction today, will be operational during the present Five-Year Plan. Thus enrollments will increase by 4,300. In Tallinn, the construction of two additional secondary vocational schools is likely to begin soon. Concurrently, we are expanding a number of school buildings, and setting up dormitories and houses for teaching staff. It is of vital importance that the Ministry of Construction of the Estonian SSR, and the "Estonian Kolkhoz Building" Association strictly adhere to their vocational school construction plans. The ministries and central offices, responsible for work assignments, are expected to live up to their commitments.

The considerable increase in enrollments at vocational schools will result in significant new trends in the distribution of students within different educational systems. This year, 24.9 percent of graduates of the eighth grade enrolled at secondary vocational schools; in previous years these enrollments approximated 20 percent. Vocational school populations will steadily increase in the near future. This increase must be attributed to a concerted effort to influence the attitudes of youth and set a trend favorable to vocational education. The above problems deserve the undivided attention of vocational schools and supporting economic enterprises. Collaboration with the parents and coordination within the total educational system must be diversified and expanded in order to introduce youth to the value of professional education and training in secondary vocational and technical schools.

Within the framework of party and government resolutions, vocational schools have made great strides in better organizing the education and moral upbringing of children. The technically complex construction and furnishing of classrooms has been completed on target at Im. A. MUURisepp and Im. A. Grivtsov secondary vocational schools, as well as at 15 technical schools and training institutions. In order to strengthen the material basis of education and to better organize industrial training, cooperation between supporting enterprises and vocational schools has intensified. The following enterprises have participated: industrial plant "Dvigatel," Estonian Railroad Administration (a part of the Baltic Railroad Network), producer association RET, and Tallinn Residential Construction Kombinat.

The wide range of measures employed in an attempt to improve the standard of education and training have resulted in a higher level of scholastic achievement and in advanced methods of instruction. Last year, about 20 percent of the graduates entered the labor force with better than minimum qualifications of skilled labor. An increasing number of vocational school graduates immediately enter higher educational institutions; in 1980, almost 100 graduates chose the path to higher education.

These accomplishments, however significant, do not justify complacency. The vocational school of today should not serve merely to educate and guide youth toward a highly specialized vocational future. Every available means must be employed to continue the moral development of youth: the shaping of character and will-power; the forming of ideological and moral convictions; the creation of a socially concerned and active person. It is necessary to help develop youth who are ready to uphold and build upon the traditions of work and social revolution of our work-in classes. Youth needs constant guidance to develop a strong sense of class consciousness, to foster socialist internationalism and soviet patriotism, and to prepare for a state of readiness to defend our socialist country.

To implement the resolutions of the 26th Congress of the CPSU, we have before us many tasks. Since the classroom provides the primary teaching and training environment, we must (1) emphasize the importance of the role of professional education versus ideological and political training in curriculum planning; (2) diversify the style and method of instruction, and (3) develop in students independent work habits.

We must help students develop an interest toward community action, toward better planning of activities during vacations and off-school hours, and toward the

achievement of a higher standard of living. Student komsomol organizations, dormitory councils, and active student leaders have devoted increasing attention and efforts to the above tasks.

At the Plenum of the Central Committee of the Communist Party of the Estonian SSR, discussions were held on the most effective measures our party organizations should employ in monitoring and improving the work of cadres, and not deviate from guidelines set by the 26th Congress of the CPSU. During these discussions, Comrade V. Vihno, first secretary of the Central Committee of the Communist Party of the Estonian SSR, stressed that "We must solve the existing problems in education by strictly adhering to Leninist principles, and by establishing stringent controls over the selection, utilization, and work progress of cadres. We will proceed within the framework of order, discipline, and excellent organization in every sphere, in every sector."

The effective utilization of cadres within the vocational education system will be governed by the above principles throughout the 11th Five-Year Plan. Uniform standards of scholastic achievement and a highly competent teaching staff are a prerequisite to effective and quality education, and to the development of efficient study habits. Each worker must be fully aware of his role and accept the responsibilities of teaching and moral training of youth. The constant improvement of school administration, and a leadership strongly emphasizing goal achievement, are the key to future success.

In the process of training our work cadres, every school principal, every member of the industrial training staff, and every educator must, first and foremost, be a spokesman for the active implementation of party principles.

For many years, the lack of qualified industrial training staff has been of great concern. We are hopeful that work collectives will alleviate the problem. The training of specialists for vocational school staff will begin in the near future at the Tallinn Pedagogical Institute im. E. Vilde.

The steady improvement of academic and technical qualifications of our teaching staff remains one of our very important tasks. We will continue to combine the latest educational innovations, advanced teaching methods, and experience of lessons learned.

Measures toward a successful resolution of the above problems of vocational education were discussed at the May council meeting of the State Vocational Education Committee of the Estonian SSR. These discussions helped to strengthen our conviction that the workers of our system will spare no effort in implementing the plans of the 26th Congress of the CPSU.

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